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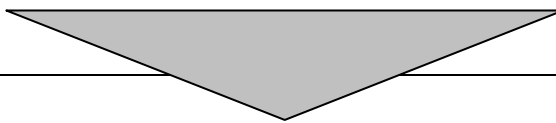
PROTRACTED RELIEF AND RECOVERY OPERATION— DEMOCRATIC REPUBLIC OF THE CONGO 6274.00

Protracted Relief and Recovery Operation for Population Groups Affected by Armed Conflicts

No. of beneficiaries (average)	1,290,830 (851,947 women)
First year	1,419,900 (937,134 women)
Second year	1,162,000 (766,920 women)
Duration of project	Two years (1 January 2001—31 December 2002)
Tonnage	134,565 tons
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Cost (United States dollars)	
Total food cost	37,236,831
Total cost to WFP	112,352,325
Total project cost	112,352,325

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Note to the Executive Board



This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Executive Summary



The Democratic Republic of the Congo (DRC) is classified as a least developed country (LDC) with a per capita gross domestic product (GDP) of US\$97. In 1997, over 40 percent of rural people and 30 percent of urban dwellers lived in poverty. Despite the country's mineral and agricultural resources, the daily average per capita calorie intake of 1,815 Kcal is below the African average of 2,200. Over 2 million people, mainly displaced persons, refugees and vulnerable groups are thought to be facing critical food insecurity. For many of them, survival can hardly be envisaged without food aid.

The armed conflict which started in August 1998 has further undermined the economic and social situation - already precarious since the beginning of the 1990s. All socio-economic indicators have declined sharply over this period.

The present protracted relief and recovery operation (PRRO) is based on the hypothesis that the application of the Lusaka agreements, backed by the deployment of the United Nations Observer Mission for the Congo (UNOMC), will render possible the implementation of recovery activities and the resettlement of internally displaced persons (IDPs) and refugees. However, the PRRO will be mainly a relief operation within the context of coordination with the Government, other United Nations organizations and NGOs and is the continuation of WFP assistance under emergency operation (EMOP) 6110.00—Assistance to Displaced and Vulnerable People in DRC. The PRRO will facilitate recovery and resettlement. There are about 1.3 million IDPs and 300,000 refugees in the country, but the PRRO will focus on those groups having lost their means of survival and which are logistically accessible. EMOP 6035.01—Assistance to Angolan and Congolese refugees—will end in April 2001, but the recent influx means that the PRRO will take into account 10,000 new refugees who have arrived in Bas-Congo.

Under this PRRO, WFP will aim to supply emergency assistance amounting to 46,710 tons of food to 844,000 persons in 2001 and 31,047 tons to 555,000 persons in 2002. These beneficiaries consist of IDPs, malnourished children, vulnerable groups and refugees. For the rehabilitation component, 575,900 persons will receive 26,978 tons in the first year and 607,000 will receive 29,830 tons in the second year. These activities are facilitated by the eventual return of peace within the framework of the Lusaka agreements. In terms of food resources, the rehabilitation phase will go from 37 percent of total quantities in 2001 to 49 percent in 2002.

The two-year project would require WFP to provide a total of US\$112,352,325, including US\$37,236,831 in food costs.

Draft Decision



The Board approves PRRO Democratic Republic of Congo 6274.00—Protracted Relief and Recovery Operation for Population Groups affected by Armed Conflicts (WFP/EB.3/2000/8-B/3).



CONTEXT AND JUSTIFICATION FOR PROVIDING ASSISTANCE

Context of the Crisis: Economic Deterioration and Civil War

1. The civil war which broke out in August 1998 in DRC has accelerated the deterioration of an already precarious economic situation. In addition to the conflict between government forces and their adversaries, there have been ethnic clashes, especially in the east of the country. In previous years, the degradation of socio-economic conditions engendered acts of vandalism, especially repeated acts of pillage in 1991 and 1993. Material losses are estimated to be equivalent to US\$1.25 billion, or 25 percent of the GDP. This situation has dramatic repercussions on the living conditions of the Congolese population.
2. With a population of 48 million, DRC is one of the poorest countries in the world with a per capita GDP of US\$97, and a low Human Development Index (HDI) of 0.479 in 1997. The economy has been declining for years (by 3.5 percent in 1998 alone) and public development aid has been substantially reduced, going from US\$476 million in 1991 to US\$168 million in 1997 (representing no more than 3.2 percent of the Gross National Product (GNP) in that year). Moreover, external debt grew from 93 percent of GNP in 1985 to more than 242 percent in 1997.¹ In 1998, the rate of poverty was over 40 percent in rural areas and nearly 30 percent in urban areas.² In such a context, a great part of the population has lost its survival mechanisms.
3. The withdrawal of the State from financing social sectors has led to the deterioration of basic infrastructure: enrolment in primary schools has dropped from 70 percent in 1980 to 58 percent in 1997, 41 percent of the population has no access to health services (only 0.2 percent of the GDP is allocated to health expenditures³) and 58 percent of the population has no access to safe drinking water. Slight malnutrition affects 32 percent of children while 10 percent suffer acute malnutrition.⁴ There is a resurgence of diseases such as polio, haemorrhagic fever, cholera and tuberculosis.
4. The entry into force of the Lusaka agreements has been delayed by continuing combat both on the front line and in the interior of conflict zones. The presence of UNOMC is a positive development but military observers and mediators encounter difficulties which hinder the rapid resolution of the conflict.

ANALYSIS OF THE SITUATION

5. Since August 1998, armed groups opposing the Government occupy part of the national territory, i.e. the north of Katanga, the North of South Kivu, the eastern province, the Maniema, part of East Kasai and of the Equator. This conflict has resulted in the continuous displacement of over 1.3 million Congolese in April 2000.⁵ These movements of displaced persons have had a particular impact on the seven regions of the combat line

¹ Human Development Report, 1999, UNDP.

² Common Country Assessment, provisional version, December 1999.

³ World Bank, 1998.

⁴ Common Country Assessment, provisional version, December 1999.

⁵ Bimonthly bulletin, March-April 2000, OCHA.



and main cities such as Kinshasa, Lubumbashi, Mbuji-Mayi and Mbandaka. Moreover, the clashes between anti-government forces in the eastern province (Kisangani) and the involvement of armed gangs in the conflict in the North and South Kivu make the management of the crisis and security all the more complex. To the IDPs have been added the massive arrival of refugees since 1994, still in the country despite repatriation operations. According to estimates of humanitarian organizations, nearly 300,000 refugees were still in the country in April.⁶

6. The humanitarian situation has led the United Nations system to launch joint appeals in November 1999. These appeals underlie the mobilization and a coordinated implementation of emergency actions with the support of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). Humanitarian actions proposed are focused on support to displaced persons, their food security, the nutritional status of vulnerable groups, access to basic services, security of minority groups and reintegration of communities affected by the war.
7. The United Nations Resident Coordinator has led the drawing up of a Common Country Assessment whose final version was presented in May 2000. This assessment provides an appropriate framework to grasp the range of problems, especially vulnerability, as well as those linked to post-conflict situations, and will serve as a reference point for WFP assistance. The evaluation and analysis of the development situation in DRC reveal challenges which the country must face as a matter of priority. These are the achievement of peace to put an end to damage caused by war, management of development and financing of reconstruction. Peace will halt the deterioration of the humanitarian situation and secure people and assets. The socio-economic reconstruction of the country requires around US\$1 billion while budgetary resources allocated to investments do not even reach US\$250 million.⁷ The institutional, security and regulatory context do not for the moment allow for resort to the international financial market.

Food Security

8. Food production is growing too slowly (at 2 percent a year) while population is growing at 3.1 percent.⁸ The drop in food production is due to the deterioration of agriculture services, difficulties of access to inputs and the dilapidation of the road system. Marketing of products between zones on either side of the front line has been interrupted. In areas particularly impacted by the internal conflicts, such as the North and Kivu, movements of rural populations have led to a decline in cultivated acreage. Moreover, producers are often victims of pillage carried out by combattants. Also, the strong devaluation of the currency and the rate of inflation, which has reach 350 percent, have reduced purchasing power thus limiting their access to food. The daily per capita calorie intake of 1,815 Kcal is below the African average of 2,200 Kcal. Evaluations reveal that over 2 million persons, mainly displaced persons, refugees and vulnerable groups, about 4.3 percent of the population, face critical food insecurity.⁹

⁶ Bimonthly bulletin, March-April 2000, OCHA.

⁷ Common Country Assessment, provisional version, December 1999.

⁸ Common Country Assessment, provisional version, December 1999.

⁹ FAO, DRC.



Situation of Women

9. Economic conditions and internal conflict have resulted in an increase in the number of women heads of household. While the national average is 13 percent, the rate is over 20 percent in the provinces of Kivu, Bas-Congo, Bandundu, East Kasai Oriental and West Kasai. These households are especially affected by precarious living conditions and poverty. Rural women comprise the majority of the population living below the poverty threshold. The health situation has sharply deteriorated while mortality and morbidity rates are especially high for women and children. Infant mortality has increased sharply and is estimated at 127 deaths per 1,000 live births, while maternal mortality is abnormally high at an estimated 1,837 deaths per 100,000 live births.¹⁰ These mortality rates reflect the lack of medical attention and deterioration of health services and social services in general.
10. The female illiteracy rate in 1995 was 46 percent as against 17.5 percent for men.¹¹ Literacy programmes are rare and women occupied with survival activities have little time for training. They comprise 80 percent of the agricultural labour force. Thus, food security is based on a subsistence production sector essentially supported by women using rudimentary tools and techniques.

Environment

11. The DRC's abundant endowment in arable land should be the basis for its agricultural development and the rural economy. However, land use is unevenly distributed, and population pressure, especially in the North and South Kivu provinces and in the Bas-Congo, have resulted in excessive fragmentation of holdings and soil degradation. Peri-urban areas with high population densities, such as the cities of Kinshasa and Mbuji-Mayi, are particularly affected by soil degeneration. Under the rehabilitation component of the PRRO, rehabilitation of rural infrastructures and road networks as well as reforestation will be undertaken.

Previous WFP Assistance

12. Between 1994 and 1997, WFP supplied emergency assistance to over a million beneficiaries comprising mainly refugees. The repatriation of a great proportion of this population has led to the substantial reduction of this type of assistance. However, after the resumption of conflict in bordering countries, WFP launched EMOP 6035.01 in November 1998 to assist refugees arriving from Angola and the Republic of Congo. This food aid will continue until April 2001 in favour of 51,300 Angolan refugees and 10,000 persons from among the host populations in the provinces of Katanga, Bandundu and Bas-Congo.
13. In November 1999, WFP launched EMOP 6110.00 so as to bring emergency food assistance to Congolese people affected by the August 1998 conflict. This operation provides food aid to 200,000 displaced persons and 150,000 vulnerable persons whose number is at present increasing. Approved for an initial period of six months, this operation has been extended until December 2000 due to delay in funding.
14. In addition, in May 1999 WFP approved two quick action projects for assisting the social reintegration of vulnerable groups in the city of Kinshasa and to support women's and community initiatives in the city of Mbuji-Mayi. These projects were not carried out

¹⁰ Common Country Assessment, preliminary version, December 1999.

¹¹ Common Country Assessment, preliminary version, December 1999.



because of lack of funds and the security situation in the country; however, they will be reconsidered under the present operation within the framework of rehabilitation actions.

Government Recovery Policies and Programmes

15. The Government of DRC has drawn up a national reconstruction plan (1997–1999), still extant, whose central goals are:
- stabilization of the macro-economic context by the improvement of the political, economic, financial and security framework;
 - rehabilitation of basic infrastructure and land management with the active participation of the beneficiary population; and
 - the relaunching of the national economy so as to achieve an economic growth rate above the rate of population increase (3.1 percent).
16. However, the Government recognizes that its own resources are insufficient to put such a programme into action, which moreover does not take emergency needs into account. However, aware of the gravity of the situation, in particular of people affected by the war, such as vulnerable groups and refugees, the Government is requesting the support of the international community to assist these people.

Justification

17. The continuing humanitarian crisis has greatly diminished the survival and endurance capacities of the people. Tens of thousands of displaced persons, malnourished children and vulnerable groups are in a precarious situation and depend on food aid for their survival. The present operation will focus on relief assistance. However, with the prospect of a peaceful settlement of the conflict via the Lusaka agreements, rehabilitation and recovery actions will be undertaken in areas where security is fairly good. The deployment of military observers under UNOMC since November 1999, the signature of a new ceasefire in April 2000 as well as the intensification of humanitarian initiatives and the strengthened presence of partners on the ground create an environment favourable to the launching of activities to put an end to the crisis.

RECOVERY STRATEGY

Beneficiary Needs

18. The agricultural sector, mainly subsistence, accounts for 60 percent of the GDP, but rural dwellers, who represent 70 percent of the population, have limited access to inputs and to marketing circuits. This engenders a massive exodus towards urban centres leading to a strong demand for food and consequently to increased prices (in the first quarter of 2000, the rate of inflation in the various regions ranged from 80 to 350 percent), hence the situation of precariousness, poverty and food insecurity described earlier.
19. The nutritional status of certain vulnerable groups, especially children, remains a matter of concern. A survey carried out by the provincial coordination for human nutrition in the city of Mbuji Mayi in East Kasai revealed the prevalence of stunting in 22 percent of children under 5. Over 60 percent of households have no food stock, while food rations, usually poor in protein, are served once a day. A study by Action contre la faim (ACF) carried out in Lumubashi reveals severe stunting for 19 percent of children under 5, and over 18 percent of mothers are estimated to be malnourished. In another study, the Save



the Children Fund indicates that food security deteriorates especially for displaced persons. In the Ituri region of the eastern province, overall malnutrition is 11.6 percent and acute malnutrition is 9.1 percent. According to a survey carried out in Kinshasa by ACF/USA, inhabitants of the poorer districts apparently only eat one meal a day.

20. In accordance with nutritional studies and household income surveys carried out by humanitarian organizations, under its relief component this operation will target displaced persons having lost their survival mechanisms, malnourished children, expectant and nursing mothers, and Angolan refugees whose access to food is limited. These groups are heavily dependent on food aid. The recovery component will target displaced persons being resettled and host populations. Priority will be given to women. Aid will at the same time bring a nutritional complement to their diet and facilitate their self-sufficiency.
21. Displaced persons in a situation of dependence and persons suffering from malnutrition require relief assistance in order to survive. Studies mentioned above and direct contacts with beneficiaries in rural areas indicated the need to strengthen the people's capacity for food production. Food aid to target groups will be complemented by the supply of seeds and agricultural tools (in close collaboration with FAO) so as to optimize the efficiency of actions and the use of agricultural land. These the are usual agricultural tools such as hoes, picks, machetes and wheelbarrows. This aid could substantially improve the living conditions of beneficiaries.

The Role of Food Aid

22. In the DRC context, where food insecurity affects a major part of the population, in particular women and children, food aid will supply them with essential nutritional support. It will also enable displaced persons and those being resettled to cover their basic needs. Relief food will contribute to strengthening the survival capacity of these beneficiaries who remain strongly dependent on this assistance. Thus, the PRRO provides for differentiated food rations for relief assistance on the one hand, and on the other, allocations for recovery through food-for-work (FFW) and food-for-training (FFT) activities. Rehabilitation of rural, social and sanitation infrastructure will result in the creation of jobs as well as sustainable assets for communities. Moreover, the recovery component will support functional literacy training for women so as to strengthen their survival mechanisms.

Mode of Implementation

23. WFP proposes launching a PRRO lasting two years (January 2001–December 2002) so as to:
 - ensure nutritional support to vulnerable groups in a critical food security situation;
 - supply means of subsistence to displaced persons and refugees in a situation of dependence; and
 - encourage the social and economic reinsertion of displaced persons or their integration into host populations.
24. The PRRO will take over from the ongoing EMOP and also provide for the assistance of 10,000 Angolan refugees newly arrived in the Bas-Congo province. It will build on the experience accumulated in the field of FFW activities undertaken on a one-off basis. The selective targeting of beneficiaries will allow for the progressive reduction of people receiving rations in favour of recovery measures. Relief distributions will decrease by about 38 percent in the second year.



25. Medium-term recovery activities will be organized on the basis of a community approach. The associations and local groups, in particular women's groups, will contribute to the progressive withdrawal of food aid, above all in the regions least affected by conflict. WFP will ensure that activities will be identified and developed with beneficiaries' participation, and will appeal to partner NGOs and United Nations organizations.

Goals and Objectives

26. The PRRO will supply long-term relief aid to displaced persons, refugees and vulnerable groups for their survival but also to facilitate their reinsertion in their places of origin. In addition, this operation will favour household food security by creating assets and income-generating activities. The principal objectives are to:
- improve household food security of displaced persons and refugees heavily dependent on food aid;
 - improve the nutritional situation of malnourished children and expectant and nursing mothers and ensure their nutritional recovery;
 - contribute to food self-sufficiency and economic independence of resettled women and men by building up their means of subsistence through rehabilitation of rural and social infrastructure, environmental protection and agricultural production;
 - encourage displaced or resettled women facing food insecurity to have vocational training so as to become independent;
 - maintain or improve the nutritional situation of displaced persons, vulnerable groups and refugees who are most exposed to food insecurity; and
 - encourage the resettlement of displaced persons.

IMPLEMENTATION BY COMPONENT

Essential Components

27. The PRRO comprises two main components: a) long-term relief assistance for 844,000 beneficiaries the first year and 554,750 the second year. These beneficiaries comprise IDPs, malnourished children, vulnerable groups and refugees. The quantities of food allocated to this component are respectively 46,710 tons for the first year and 31,047 tons for the second year; and b) recovery activities on behalf of 575,910 and 607,000 beneficiaries during the first and second year with 26,978 and 29,830 tons of supplies, respectively. In terms of quantities, the recovery component will go from 37 percent of total food resources in 2001 to 49 percent in 2002.
28. The categories of beneficiaries shown in Annex I and in paragraph 49 are not mutually exclusive. For example, certain beneficiaries could receive rations as displaced persons, then as resettled persons or participants in FFW or FFT activities. Women attending feeding centres could benefit from allocations as vulnerable persons and as participants in FFT. Modes of implementation are specified below.

📦 Relief component

- a) Displaced persons



29. Under EMOP 6110.00, WFP had provided for food aid to 350,000 persons (150,000 vulnerable and 200,000 displaced persons based in the cities of Kinshasa, Lubumbashi, Goma and Bukavu in North Katanga). The number of beneficiaries has progressively increased with the expansion of the presence and range of action of WFP which has just opened offices in Mbandaka and Kisangani. Moreover, the improvement of logistical accessibility and security in areas such as the two Kaisers and Katanga have enabled WFP to reach a higher number of target groups.
30. During the first year of the operation, 383,500 displaced persons in a situation of food insecurity will receive a relief ration of about 1,054 Kcal a day for an average period of six months. In 2002, recipients will decrease to 179,000 persons thanks to resettlement operations. There are possibilities in most affected areas for agricultural activities in the place of settlement, or work as day labourers for host populations. In urban centres small trading, handicrafts, market gardening and processing of agricultural products can be foreseen. After this support, displaced persons can accede to resettlement assistance to be undertaken with FAO.

b) Vulnerable groups

31. By mid-1999, WFP had assisted 75,000 vulnerable persons comprising mainly malnourished children, and expectant and nursing mothers being cared for by feeding centres. A small number of chronically ill persons and elderly integrated into social structures also benefit from WFP assistance. Sometimes, families of malnourished children are integrated into FFW activities with priority given to mothers. Feeding centres run awareness-building courses for mothers about better feeding practices and ensure access to activities linked to food production.
32. The PRRO will continue this activity with a harmonized approach for the whole country. Children in feeding centres will receive a full ration and additional food while mothers will be involved in FFW or FFT activities.
33. In view of often repeated displacements ever further from their place of origin and for ever longer periods, the support to malnourished children in feeding centres represents an efficient safety net. The main component will thus remain the recovery of malnourished children and of expectant and nursing mothers (87 percent of vulnerable persons). They will receive additional food so as to ensure their nutritional recovery. Beneficiaries will be mainly displaced persons, host populations, vulnerable groups and refugees. The ill and the elderly, who represent only a small part of the category of vulnerable people, will also be cared for under this component. They will receive a complete relief ration. Main partner organizations in this activity are Médecins sans frontières (MSF)-Belgium, MSF-France and MSF-Holland, Catholic Relief Services, UNICEF and the Diocesan Office for Medical Assistance.

c) Refugees

34. Under EMOP 6036.01—Assistance to Angolan and Congolese refugees—WFP is helping about 51,000 persons. The last WFP/UNHCR joint needs assessment mission carried out in October 1999 had recommended the withdrawal of relief assistance on the basis of this population attaining self-sufficiency by the end of the operation in April 2001. Since then, 6,000 new Angolan refugees have arrived in the camps in Bas-Congo. This inflow is intensifying, due to the unstable situation prevailing in the Angolan frontier areas bordering Bas-Congo.
35. WFP plans to extend assistance beyond April 2001 and estimates that 10,000 persons recently arrived at the camps will remain dependent on outside assistance for the duration



of the PRRO. Assistance comprises the general distribution of rations covering all needs. Moreover, support by means of FFW will be progressively introduced for activities favouring self-sufficiency and thus allow for a progressive withdrawal of relief. This will concern on the one hand Angolan refugees in the Bas-Congo province and on the other, part of the 34,000 Sudanese refugees settled in the eastern province and still assisted by the UNHCR.

📌 **Recovery component**

a) Resettlement of displaced persons

36. The consolidation of the peace process and the deployment of military observers from UNOMC will enable the gradual resettlement of displaced persons, or about 9,000 families per quarter. The rate of return of displaced persons will vary as a function of integration possibilities, of access to land or other activities ensuring an adequate level of subsistence. The majority of the IDPs are estimated to return to their place of origin during the PRRO.
37. To encourage the return of IDPs and to facilitate their reintegration, food aid will be allocated to 188,000 persons in 2001 and to 127,500 beneficiaries in the second year. This allocation is an incentive measure especially for persons living in urban areas who would hesitate to return in view of difficult living conditions in rural areas. A resettlement ration of 90 days is foreseen since the first harvests will take place at the end of this period. Food assistance will be combined with FFW directed towards agricultural production and rehabilitation of community infrastructure or of FFT in favour of women heads of household as a priority.

b) Food for Work

38. FFW activities have been carried out successfully within the ongoing operation. They have been very effective as a measure of encouragement, especially with the collaboration of FAO, which supplied seeds and tools to the North and South Kivu provinces, the eastern province and Katanga. The same is the case for the promotion of market gardening in urban and peri-urban areas and the development of food growing in Kinshasa. Within the framework of assistance to Rwandan refugees (1994-1997), WFP also cooperated with the national NGO *Equipe d'Urgence pour la Biodiversité* (Emergency Team for Biodiversity—EUB) to install sanitation in refugee camps and with the *Institut Congolais pour la Conservation de la Nature* (Congolese Institute for the Conservation of Nature—ICCN) for reforestation and protection of national parks in the east of the country. These activities involved about 20,000 persons per working day. WFP also worked with OXFAM and the Adventist Relief and Development Association (ADRA) on the rehabilitation of a road at Goma involving over 5,000 persons per working day.
39. Over a two-year period, 95,000 families (or a total of 475,000 beneficiaries of whom 60 percent women) will benefit from FFW activities. This assistance will give nutritional support while building up sustainable means of subsistence and represent an income transfer while creating jobs for the benefit of beneficiaries. Activities foreseen will involve the rehabilitation of feeder roads, management of agricultural land, seed protection and production, environmental protection, market gardening and small livestock raising, rehabilitation of social and health structures and urban sanitation works.
40. During this operation, WFP plans to strengthen cooperation with UNDP and FAO in a project for emergency response to the food crisis in Kinshasa and Lubumbashi. The goal of this project is to strengthen food security through market gardening and small livestock raising. With the United Nations Office for Project Support, cooperation will also involve a



project for support to community initiatives to emerge from the crisis which should strengthen local management capacities for community projects and improve household incomes.

41. WFP will relaunch, with its partner World Vision, the project to support activities of vulnerable groups in Kinshasa, mainly oriented towards women (60 percent of beneficiaries) to promote micro-enterprise activities through training, sanitation and environment projects in vulnerable areas of the capital, rehabilitation of rural feeder roads in peri-urban areas and literacy training. Food aid will provide an encouragement to attend training and support to women's needs and those of their families.
42. Support to women's initiatives in Mbuji-Mayi will enable women, in an operation giving them priority focus, to obtain training so as to create and manage micro-enterprises (bakeries, market gardens, soap production) as well as to follow literacy courses. Sanitation works are also foreseen, such as the cleaning out of drains and construction of latrines with the support of OXFAM and the International Committee for the Red Cross.
43. In collaboration with FAO, WFP has identified activities for seed protection and production. Activities to conserve national parks and reforestation will be undertaken with UNESCO, UNDP, EUB and ICCN mainly in the east of the country and with UNHCR in the Bas-Congo. Rehabilitation activities in health centres and schools are foreseen with the WHO, UNICEF and MSF-Belgium. Repair of rural feeder roads will be carried out with the collaboration of UNDP, the German NGO Agro-Action, and the European Union. Under FFW and FFT activities, WFP and the ILO foresee joint actions in favour of 10,000 families from IDP, refugee and vulnerable groups. UNDP has also agreed to collaborate within the framework of FFW and FFT activities.

c) Food for training

44. These activities are mainly oriented towards women who represent 80 percent of beneficiaries; they will cover 394,200 persons with priority given to mothers and children attending feeding centres. Special attention will be paid to functional literacy programme for women, who have had little access to such courses to date. Moreover, training of women in various activities such as knitting, soap manufacture, processing of agricultural products, fish conservation and market gardening could enable them to embark on income-generating activities to be supported by micro-credits. The identification of beneficiaries will be preferably done via feeding centres, which will ensure appropriate targeting of families at risk. Most WFP partners managing feeding centres are already involved in this type of activity and have appropriate technical capability.
45. Street children, children from the mines of Mbuji-Mayi, disabled persons, and orphans will receive support since FFT activities are an effective type of operation to ensure a durable impact on the survival mechanisms and the living conditions of these specific groups. These activities are part of structures collaborating with WFP such as the national NGOs, Human Dignity in the World and *Aide à l'Enfance Defavorisée* (Aid to Vulnerable Children).

Capacity-building

46. The involvement of communities in the identification, planning and execution and monitoring of operations remains a priority approach to be supported. So as to ensure greater efficiency, WFP will build women's capacities and those of the most deprived persons to ensure the participation of communities and the use of simple techniques. WFP will participate in a UNDP project aimed essentially at building the capacities of these



groups. In the FFT component, WFP will ensure that actions on behalf of women will also consolidate their confidence and their role in economic, social and family life, both at the individual level and within groups or associations.

47. Improved collection of information and estimation of needs, capacity-building for crisis management at the level of both central and provincial governments are initiatives, which with the support of the United Nations, and in particular the involvement of OCHA and the United Nations Disaster Management Team, will lead to improved capacities of state services. This support is backed up by the coordination system set up by the National Crisis Committee.
48. WFP plans to organize information meetings and training activities for government counterparts, as well as for staff from the United Nations and partner NGOs taking part in this operation, so as to establish practical methods for the selection of and follow-up to activities. The participation of project staff in needs evaluation exercises, surveys and other follow-up exercises will provide on-the-job training.

Needs of Beneficiaries and Food Basket

49. Food products foreseen and corresponding needs are as follows:

YEAR 1: BENEFICIARIES AND REQUIRED QUANTITIES (in tons)									
Type of beneficiaries	Number of beneficiaries	Corn meal	Beans	Oil	Salt	CSB	Sugar	Biscuits	Total
Displaced persons	383 500	13 806	4 142	1 035	207	0	0	105	19 295
Refugees	10 000	1 460	438	110	18	0	0	0	2 026
Malnourished children	424 500	10 188	3 056	1 019	127	5 094	637	0	20 121
Vulnerable	26 000	3 796	1 139	285	47	0	0	0	5 267
Resettled	187 860	5 072	1 522	423	68	0	0	0	7 085
FFW	223 850	10 397	3 119	780	130	0	0	0	14 426
FFT	164 200	3 941	1 182	296	49	0	0	0	5 468
Total	1 419 910	48 660	14 598	3 948	646	5 094	637	105	73 688

YEAR 2 BENEFICIARIES AND REQUIRED QUANTITIES (in tons)									
	Number of beneficiaries	Corn meal	Beans	Oil	Salt	CSB	Sugar	Biscuits	Total
Displaced persons	179 000	6 444	1 933	483	97	0	0	0	8 957
Refugees	10 000	1 460	438	110	18	0	0	0	2 026
Malnourished children	347 500	8 340	2 502	834	104	4 170	417	0	16 367
Vulnerable	18 250	2 665	799	200	33	0	0	0	3 697
Resettled	127 500	3 442	1 033	287	46	0	0	0	4 808
FFW	249 500	12 514	3 754	939	156	0	0	0	17 363
FFT	230 000	5 520	1 656	414	69	0	0	0	7 659
Total	1 161 750	40 385	12 115	3 267	523	4 170	417	0	60 877



Total PRRO requirements	89 045	26 713	7 215	1 169	9 264	1 054	105	134 565
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50. This PRRO provides for varied levels of rations according to groups of beneficiaries but their composition remains the same as for previous emergency operations. The lack of lipids and proteins in diets justifies this approach. Salt will contribute to reducing iodine deficiency, especially in the interior of the country (Equator, eastern province and the two Kivus).
51. On the basis of observations carried out during the emergency phase and of their present survival mechanisms, displaced persons will receive on average a half ration a day. So as to link up with integration actions and build up food self-sufficiency of displaced persons, this operation foresees assistance over a six-month period. The daily ration will comprise 200 grams of cereals, 60 of pulses, 15 of oil and 3 of salt.
52. Basic food rations will be maintained at the same level of those of EMOPs 6110.00 and 6035.00 for vulnerable groups and refugees, comprising 400 grams of cereals, 120 of pulses, 30 of oil and 5 of salt. Vulnerable groups will receive an allocation, which in the case of malnourished children and of expectant and nursing women, will be complemented by an extra ration (1,037 Kcals) consisting of 200 grams of CSB, 20 of oil and 25 of sugar. They will be assisted on average for two months. Refugees will receive a full ration of 2,108 Kcal.
53. Displaced persons returning to their place of origin will receive food aid rations of 1,603 Kcal a day for an average period of three months based on the level of level of their household food insecurity, local reintegration conditions and possibilities to add to the support they receive through FFW and FFT activities. The ration for this category will comprise 300 grams of cereals, 90 of pulses, 25 of oil and 4 of salt.
54. For FFW activities, a family ration for five persons calculated on the basis of a full individual ration of 2,100 Kcal will be supplied per person per workday to beneficiaries comprising mainly displaced persons or those being resettled, and of host communities. Relatively larger than others, this ration is an encouragement to undertake physically demanding work such as the rehabilitation of agricultural and community infrastructure. A full individual ration will be distributed to persons undergoing training per day of attendance. They will receive the same type of rations as those allocated to vulnerable groups.
55. A contingency reserve of 105 tons of biscuits is foreseen for rapid interventions in case of unexpected population movements. This stock could also be used for displaced persons during the return journey to their place of origin.

Coordination Mechanisms and Partnerships

56. At the United Nations level, coordination of humanitarian affairs is carried out by a representative of UNICEF with the support of OCHA. The latter holds weekly meetings during which priorities are defined, as well as needs and planning of emergency operations. In support of this coordinating mechanism, OCHA publishes a bimonthly bulletin on the humanitarian situation. The bulletin comprises information on the humanitarian situation (security, population movements, and health and food security).
57. Under this PRRO, WFP assumes the role of general food security coordinator. Activities mentioned above will be integrated into the Government's priorities as well as into the common approach of the United Nations, funding organizations and NGOs. Joint sectoral evaluations for identification and assistance will be carried out regularly in collaboration



with the National Crisis Committee set up on the initiative of the Government. WFP participates actively in these exercises which will be continued within the framework of this operation.

58. The PRRO will be implemented through national and international NGOs chosen according to their performance and previous experience on the ground. Periodical synthesis reports will be drawn up on the basis of information supplied by partner NGOs, ministries involved in the present operation as well as the humanitarian coordination Unit.
59. Requests for relief and recovery assistance will be transmitted by partners or come from associations and be examined by approval committees at the level of Kinshasa and sub-offices. These committees, of which partners are members, will approve activities on the basis of several criteria, in particular, target groups, sustainability and creation of assets, women's participation in the identification, implementation and management of activities, contribution of communities, technical and financial capacity of the executing agent, environmental risks and transparency of management. Special attention will be paid to the increased participation of women and the quality of implementation.

Logistical Arrangements

60. Food aid will be moved by three routes: a) the South, coming from the South African port of Durban, by road transport; b) the East, from the port of Mombasa, by rail with intermediate storage in Kampala; and c) the West, coming from the port of Matadi. Supplies will be delivered to the central WFP warehouse at Lubumbashi for the southern corridor, Goma and Bukavu for traffic from Kampala for the eastern corridor and Kimpese/Kinshasa for the western corridor. A fourth corridor through Dar-es-Salaam via Kigoma for the regions of North Katanga and Maniema will be reopened. Moreover, a study of costs will be undertaken for the Pointe Noire corridor via Brazzaville if rail transport is re-established. This could replace the Matadi corridor which is relatively expensive. Security of supplies during unloading at Matadi is ensured by a WFP agent permanently on the spot and will be boosted by four police officers seconded from the United Nations security management team during disembarkation of supplies.
61. The total capacity of the five central WFP warehouses amounts to about 14,000 tons. WFP is then responsible for transport to various extended delivery points which are jointly determined with implementing partners. Supplies will arrive by river, rail and road with military escorts when conditions so require. Partners will be responsible for secondary transport and distribution of food. Access difficulties to certain enclaved areas as well as the lack of transport means and fuels will involve high costs. The LTSH rate is calculated for each corridor on the basis of an average of transport costs to distribution points.
62. The PRRO does not foresee an air transport component, even though present experience demonstrates that this is often the only way to deliver supplies. In situations needing focused and urgent assistance (for Kisangani in June/July 2000), United Nations humanitarian agencies have funds within the framework of emergency humanitarian operations which could be used. WFP could also benefit from the UNOMC logistical structure for transporting supplies. The matrix established within the PRRO framework is based on the hypothesis that with the deployment of UNOMC, it will be possible to open humanitarian corridors for river or land supply transport (such as transport of supplies to Kisangani by barge). Should major air operations be needed, WFP will present a special operation.
63. The monitoring of movement of supplies is ensured by the Commodity Movement Processing and Analysis System (COMPAS) the operational system in place since January



2000 and its four stations in the sub-offices of Goma, Bukavu, Kinshasa and Lubumbashi. Additional stations will be set up in the new offices opened with a direct link.

Monitoring and Evaluation

64. A continuous process of monitoring and evaluation (M&E) is indispensable to determine whether achievements are in accordance with inputs, activities and planned goals. It allows the evaluation of progress achieved, as well as identification of problems and constraints with a view to introducing necessary adjustments. The PRRO calls for a more elaborate monitoring system since it covers a wide range of activities. The instruments for collecting and consolidating information at present used will be reviewed, completed and standardized. They will include joint field visits with government departments and implementing partners as well as surveys.
65. The WFP office plans to include details on methods of collection, indicators, frequency and content of reports in memoranda of understanding with implementing partners. The monitoring system will be based on the following quantitative and qualitative indicators:

📁 **General information**

- number of women participating in programming of activities;
- number of women involved in the distribution of rations;
- distribution of non-food items;
- rations from other sources;
- daily food consumption; and
- percentage of food rations consumed/sold.

📁 **Distribution of food aid to various groups**

- quantities of food received in relation to those planned (port, extended delivery points, final delivery points); and
- quantities of food received in relation to those planned by category and type on intervention with breakdown by gender, province and duration.

📁 **Support to feeding centres**

- number of beneficiaries from vulnerable groups (expectant and nursing mothers and malnourished children) by age group, gender and status;
- duration of assistance to malnourished children and to expectant and nursing mothers;
- number of families assisted per malnourished child;
- type of support (general distribution FFW/FFT);
- weight gain;
- incidence of low birthweight/mortality rate;
- rate of effective recovery; and
- rate of relapse.



✧ *Support to agricultural production and rehabilitation*

- number of displaced persons/host population/refugees/resettled persons assisted with FFW by gender and persons per working day;
- number of hectares reforested, number of kilometres of roads repaired, number of hectares farmed with breakdown by gender and persons per working day per unit;
- creation of assets through FFW by type with breakdown by gender;
- number of beneficiaries assisted to undertake sanitation works;
- quantification in person/workdays and breakdown by gender; and
- number of health posts, schools and other public buildings restored with breakdown by gender and persons per working day.

✧ *Support to training*

- number of persons assisted by FFT by gender and in persons per working day, with distinction between displaced persons, host populations, refugees, children, disabled and orphans;
- rate of beneficiaries having finished training, rate of persons using their training; and
- rate of beneficiaries undertaking income-generating activities, breakdown by gender.

Sub-offices and Staff

66. The DRC is one of the largest countries in Africa and target groups for WFP operations are dispersed throughout the nation. Distances are enormous while transport infrastructure is totally destroyed. In this context, the WFP operation is complex and costly. In addition to offices at Goma and Bukavu, in May 1999 WFP opened sub-offices at Lubumbashi, Kisenge, Kimpese (for refugees), followed by Mbandaka and Kisangani in May/June 2000. Other sub-offices are foreseen at Mbiji-Mayi and Kindu. These sub-offices are generally shared with other United Nations organizations.
67. Activities in the areas controlled by rebels are under the responsibility of a programme officer based at Bukavu who is also humanitarian coordinator for South Kivu. Since nearly half of supply requirements are planned for the east of the country, the presence of a logistics officer is indispensable.
68. Since September 1999, foreign exchange transactions have been prohibited in favour of the overvalued local currency. However, the market price is fixed in relation to the parallel rate which is always higher than the official rate. All expenditures in local currency, in particular staff salaries, are extremely high. Within the perspective of a realistic solution, salaries incorporated into the budget are based on standard costs.

Security Measures

69. DRC is currently classified as a “non-family duty station”. With the exception of Kinshasa, which is in Security Phase III, other parts of the country are classified as Phase IV. In view of this situation, sub-offices must be equipped with adequate communications systems and necessary staff to ensure their good functioning and maintenance. This justifies the presence of an assistant in telecommunications and a computer expert.
70. Given the volatility of the situation, the recruitment of three security officers is planned. Security costs will be shared prorata with other United Nations organizations and WFP will pay one-third of the costs related to these officers. With the progressive deployment of



UNOMC, these organizations will benefit from support in this matter but this will not affect expenditures related to the security officers. Moreover, although a suitable management of stock maintenance at a minimum level in the eastern provinces can reduce risk of loss, special attention must be paid to security of warehouses and offices, in particular with the construction of "security rooms". Vehicles will also be equipped with ballistic blankets, radio/GPS and anti-theft devices.

Costs of the Operation

71. Operational costs are extremely high. This is due to several mutually reinforcing factors, i.e. the huge extent of the national territory, precarious infrastructure and costly measures needed to guarantee a minimum of staff security. For example, to reach the Kisenge refugee camp in Katanga, the only possibility is for staff to hire a small carrier at US\$3,000 a trip. Operation sites are often isolated and adequate means of communication (satphone and radio) are indispensable. Direct support costs are based on a total distribution of 134,565 tons. Part of direct costs, especially those linked to security, will be fixed costs, which are not necessarily related to the quantities of food to be distributed. Should the situation deteriorate, there would be lower quantities of food to distribute, with the result that costs per 1,000 tons could exceed the average featured in the budget.

Phasing Out Strategy

72. As a function of progress under the peace process, general food aid to displaced persons and refugees will be terminated before the end of this operation. Within this time period, displaced or resettled persons would have been assisted to recover their means of subsistence and for the most part would have recovered their self-sufficiency. Refugees will be involved in self-sustaining activities if they are not repatriated before the end of the operation. The total number of refugees in DRC is estimated at over 300,000, but most of them have sufficient means of subsistence and do not require relief assistance. WFP foresees assisting a certain number of them, in particular the Sudanese in the eastern province, with support actions for agricultural production. These people have lost their assets during displacements caused by inter-ethnic conflicts. This assistance will be terminated before the end of the operation. In general, displaced persons and refugees have access to arable land; moreover assistance in seeds and tools in collaboration with FAO will facilitate the phasing out process.
73. On the other hand, support to vulnerable groups will probably continue beyond the PRRO, since continued high levels of malnutrition are the reflection of a poor overall socio-economic situation. The malnutrition problem will only be fully solved in the long term.

Assessment of Risks

74. The pursuit or intensification of hostilities on the front line could hinder the implementation of the PRRO. Security and access to beneficiaries are determining factors in the success of the operation. The deterioration of security could prevent the resettlement of displaced persons or cause new population movements. In this case, access to affected populations would become difficult and the volume of relief aid could increase again, to the detriment of rehabilitation activities. If on the other hand the application of the Lusaka accords takes place in the short and medium term, the security situation and renewed confidence of the population will enable an increase in recovery activities. The success of this component will also depend on the introduction of a financial and economic policy



based on a realistic rate of exchange. This type of policy will strengthen the capabilities of implementing partners.

Contingency Arrangements

75. The approach of this operation represents a good degree of flexibility so that it can shift back into relief assistance if hostilities were to continue or intensify and involve new displacements. The recovery activities would be thus reduced, which could be justified by the circumstances. If, however, the situation deteriorated substantially so as to involve massive population displacements, an emergency operation would be contemplated. This would apply also to the hypothesis of a massive return of Congolese refugees in the region if peace were restored. According to UNHCR, a large-scale movement is hardly probable during the next two years. Thus, no specific allocation has been made in the budget to this effect.
76. Pending the effective application of the Lusaka peace agreement, the security situation remains volatile. Moreover, the persistence of armed gangs and ethnic tensions in the East continues to concern national and international opinion. A deterioration of the situation could at any moment unleash massive population movements needing focused emergency aid. For this reason, a stock of biscuits is provided to meet any eventuality. This stock could also be used as assistance to IDPs during their return to their place of origin.

PROPOSED BUDGET AND INPUT NEEDS

77. Food needs for this operation, covering a two-year period from January 2001 to December 2002, amount to 134,565 tons and represent a total cost of US\$112,352,325. Food products will consist of 89,045 tons of maize, 26,713 tons of pulses, 7,215 tons of oil, 1,169 tons of salt, 9,264 tons of CSB, 1,054 tons of sugar and 105 tons of biscuits (see Annex I). The forecast distribution of assistance among provinces is as follows: eastern (8 percent), North Kivu (19 percent), South Kivu (17 percent), Katanga (12 percent), East Kasai (3.5 percent), West Kasai (2 percent), Bandundu (1.5 percent), Maniema (4 percent), Equateur (8 percent), Kinshasa (19 percent) and Bas-Congo (6 percent). Agricultural inputs, building materials and tools for beneficiaries are essential to ensure the effectiveness of actions and the rapid withdrawal of assistance.
78. Commodities for this operation will be imported. Local purchases will be considered in regions offering the possibility so as to support local production; however, such purchases will only be made on a pilot basis in order to test local capacity to respond to requirements of quality, packaging and delivery. Such an initiative would build up the production and marketing capacity of certain groups. As far as possible, purchases would be made in the sub-region.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

79. The Executive Board is requested to approve this PRRO, to benefit 1,419,900 and 1,162,000 beneficiaries in the first and second years, whose food cost and total WFP cost are respectively US\$37,236,831 and US\$112,352,325 as detailed in Annexes I and II.



ANNEX I

BREAKDOWN OF PROJECT COSTS

	Quantity (tons)	Average cost (per ton)	Value (US\$)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Maize	89 045	210	18 688 920
– Beans	26 713	359	9 602 050
– Oil	7 215	826	5 960 311
– Sel	1 169	100	116 900
– Corn soya blend	9 264	263	2 437 070
– Sugar	1 054	270	284 580
– BP5 Biscuits	105	1 400	147 000
Total Commodities	134 565	418	37 236 831
External Transport		126	17 022 150
Land transport		104	13 994 760
ITSH		187	25 163 655
Total, LTSH		291	39 158 415
Other direct operational costs		10	1 350 000
Total direct operational costs			94 767 396
B. Direct support costs (see Annex II for details)			
Total direct support costs			9 455 540
C. Indirect support costs (7.8 percent of total direct costs)			
Total indirect support costs			8 129 389
TOTAL WFP COST			112 352 325

¹ This is a notional food basket used for budgetary and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



ANNEX II

DIRECT SUPPORT REQUIREMENTS (dollars)

Staff expenditures	
International staff	2 067 740
UN Volunteers	464 000
National staff	84 000
Local and temporary staff	2 092 400
Overtime (in US\$ only)	45 000
Subtotal	4 753 140
Technical support and training services	
Technical consulting services	120 000
Monitoring and evaluation	40 000
Training	20 000
Subtotal	180 000
Travel and subsistence allowances	
Blanket travel	80 000
Rest and recuperation	410 400
In-country travel	200 000
Subtotal	690 400
Office expenses	
Rent	140 000
Common premises	748 000
Common services	55 000
Communications	240 000
Office supplies	80 000
Repair and maintenance of equipment	70 000
Subtotal	1 333 000
Vehicles	
Fuel and maintenance	320 000
Subtotal	320 000
Equipment	
Vehicles	573 000
Communications equipment	400 000
Computer equipment	350 000
Furniture and supplies	180 000
Subtotal	1 503 000
Others	
International staff	376 000
Local and temporary staff	260 000
Strengthening of security	40 000
Subtotal	676 000
TOTAL DIRECT SUPPORT COSTS	9 455 540



LIST OF ACRONYMS USED IN THE DOCUMENT

ACF	Action contre la faim
ADRA	Adventist Relief and Development Association
COMPAS	Commodity Movement Processing and Analysis System
EMOP	Emergency Operation
EUB	Equipe d'urgence pour la biodiversité
FFT	Food for Training
FFW	Food for Work
GDP	Gross Domestic Product
GNP	Gross National Product
ICCN	Institut congolais pour la conservation de la nature
IDP	Internally Displaced Person
ITSH	Internal Transport, Storage and Handling
LDC	Least Developed Country
LTSH	Landside transport, storage and handling
M&E	Monitoring and Evaluation
MSF	Médecins sans frontières
OCHA	Office for the Coordination of Humanitarian Affairs
PRRO	Protacted Relief and Recovery Operation
UNHCR	United Nations High Commission for Refugees
UNOMC	United Nations Observer Mission to the Congo
WHO	World Health Organization

